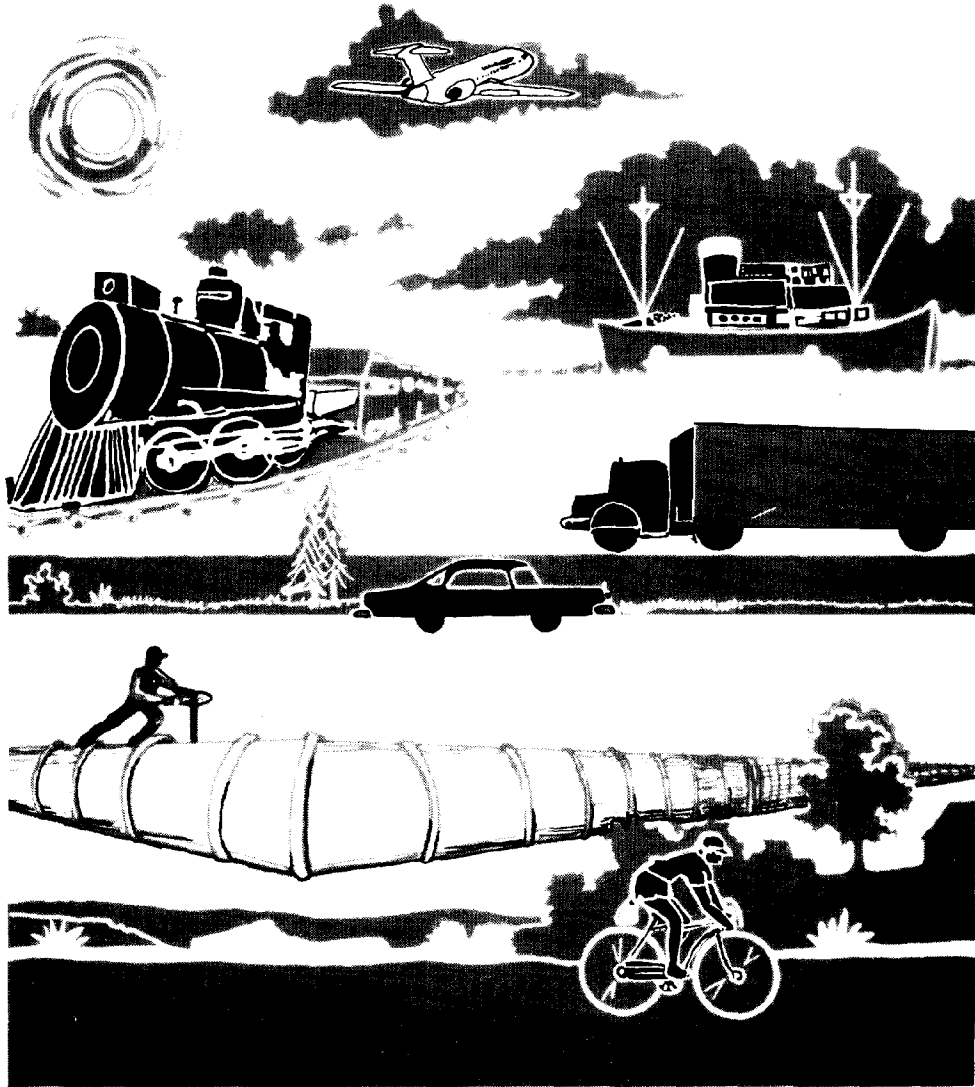


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FLORIDA STATE  
COMPREHENSIVE PLAN  
TRANSPORTATION ELEMENT

# THE FLORIDA STATE COMPREHENSIVE PLAN TRANSPORTATION ELEMENT



FLORIDA DEPARTMENT OF ADMINISTRATION ■ FLORIDA DEPARTMENT OF TRANSPORTATION

# PROPOSED

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Fla. Dept. of Administration





STATE OF FLORIDA

Department of Administration

Office of The Secretary

ROOM 530, CARLTON BLDG.

TALLAHASSEE

32304

Lt. Gov. J. H. "Jim" Williams  
SECRETARY OF ADMINISTRATION

Reubin O'D. Askew  
GOVERNOR

This proposed element of the State Comprehensive Plan has been prepared by the Department of Administration, pursuant to Chapter 23, Florida Statutes. It includes goals, objectives and policies which are broad in scope but, if implemented, will affect the quality of life in Florida. The element was developed by the Bureau of Comprehensive Planning, Division of State Planning, in cooperation with state agencies, regional planning councils, and representatives of private and public groups.

The proposed policies within this plan element, once incorporated into a State Comprehensive Plan, will serve as positive guidance for the social, economic and physical growth of our state. Therefore, I have asked the Division of State Planning to make preparations for a series of public meetings across the State to give the citizens of Florida an opportunity to express their concerns and provide their much valued input. In the near future, I will announce the schedule for these meetings.

The Division of State Planning is currently completing work on the balance of the proposed elements of the Plan. These elements will also be included in the public review process and will be part of the State Comprehensive Plan which will be submitted to the Governor early in 1977 for his consideration and action.

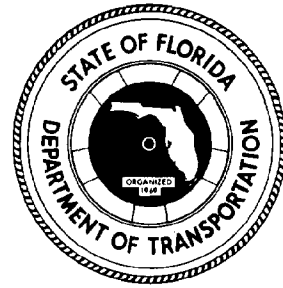
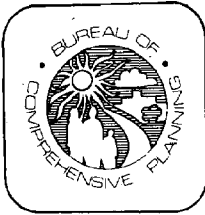
The Land Development, Recreation, Health, Agriculture, Economic Development and Growth elements have been transmitted to the Governor and to the Legislature as a valuable information source and a progress report on our efforts to date. We would appreciate your comments.

Sincerely,

Lt. Governor J. H. "Jim" Williams  
Secretary of Administration

JHW/Spr





TRANSPORTATION ELEMENT  
OF THE STATE COMPREHENSIVE PLAN

Second Printing

This public document was promulgated at an annual  
cost of \$460.20 or \$0.23 per copy, to implement  
provisions of Chapter 23, Florida Statutes.

Reubin O'D. Askew  
Governor, State of Florida

FLORIDA DEPARTMENT OF ADMINISTRATION  
AND  
DEPARTMENT OF TRANSPORTATION

September 1976

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## TABLE OF CONTENTS

SUMMARY .....	ii
I. INTRODUCTION .....	1
II. ASSUMPTIONS .....	2
III. GOALS, OBJECTIVES, AND POTENTIAL POLICIES .....	3
IV. IMPLEMENTATION .....	8

## SUMMARY

The Transportation Element of the State Comprehensive Plan highlights goals, objectives, and potential policies directed towards an improved transportation system in the State of Florida which will contribute to the orderly long range growth of the state.

Shortages of energy, current and projected, reflect the need for obtaining a balanced, energy efficient transportation system. The plan proposed here for an improved system takes into account both economic realities and environmental considerations. Furthermore, this planned and balanced transportation system makes better use of existing facilities, reflects improvements to present policies, and incorporates new, innovative transportation policies with attention to improved multimodal movement of passengers and goods. It also includes provision for appropriate capital grants and technical assistance. Adequate revenue will be required for transportation needs in the future with funds to *maintain* as well as to *construct* highways (in the past the federal government has provided matching funds for constructing highways but not for repair and maintenance). Support will also be needed for local jurisdictions in the funding, construction, and maintenance of transportation facilities at the local level.

The Transportation Element has been prepared by an interagency work group representing the Division of State Planning, the Department of Transportation and the State Energy Office. This group cooperated with the Governor's Advisory Committee on Transportation during its series of statewide public meetings in the latter half of 1975 on the overall subject of transportation in Florida.

## I. INTRODUCTION

### Background

Florida has a continuing need for a balanced and efficient transportation system which meets public needs and is compatible with economic, environmental, and energy constraints. Florida continues to need a system which will move people and goods quickly, economically, safely, and which will continue to facilitate tourism. Declining revenue and increasing costs for transportation services are two major factors which continue to impair the state's ability to meet its transportation needs.

With a relatively large proportion of Florida residents occupying a relatively small proportion of the land area of the state, it has been and is difficult to assign a proper balance of resources, and of roles between rural and urban needs to achieve desired transportation objectives in Florida. The transportation function can be an important factor in properly influencing the distribution, type and location of future growth, and should properly serve the public needs where growth has already occurred.

Efforts are underway to improve rail passenger service, urban mass transit, aviation passenger services, ports, waterways and other modes of transportation; however, a serious relative decline in transportation revenues has limited the rate and scope of improvements, posing a problem of immediate and long range concern.

### Purpose

The purpose of the transportation Element, as a part of the State Comprehensive Plan, is to provide long-range guidance for transportation support for the orderly social, economic, and physical growth of the state by setting forth goals, objectives, and policies.

## II. ASSUMPTIONS

The following basic planning assumptions have been developed jointly by the Florida Department of Transportation and the Department of Administration:

- A. Energy Conservation will become increasingly necessary to maintain acceptable standards of living.
- B. Major changes in public attitudes will be required to achieve significant energy conservation.
- C. Inflation will continue.
- D. Pressures to protect the natural environment and preserve the quality of life will increase.
- E. The population of Florida will continue to increase, will approximate 10 million people by 1980, and will become increasingly urbanized in character.
- F. Tourism will continue to be a major factor in the Florida economy.
- G. Technology and the general affluence of the people of the United States will be supportive of the desire for personal mobility.
- H. The automobile will remain the major "people mover" in Florida for at least the next fifteen years.
- I. Availability of limited natural resources, such as land and water, will be a constraint to the economic growth and development in certain areas of Florida.
- J. Land use planning will become a more significant necessity in connection with Florida growth.
- K. The general public will give continuing support only to those transportation efforts that can be shown to be economically feasible.
- L. Transportation planning and development will be conducted within a framework of social, economic, environmental and political considerations.

### III. GOALS, OBJECTIVES, AND POTENTIAL POLICIES

- A. OVERALL GOAL: Facilitate social, economic, cultural and recreational interaction among Florida's residents and visitors.

This overall goal is set forth in *Florida's Statewide Transportation Plan and Program* and is explained as follows.

*A balanced and efficiently functioning system of transportation is essential to the public welfare. Adequate transportation enhances the political, social, and cultural unity of the state and the nation, and is an integral part of the production and distribution of goods and services. The State has a responsibility to promote or provide for the development and maintenance of systems of transportation to meet the basic and necessary demands of its people...because of the great power of transportation to shape human activities, it requires special attention.*

- B. GOAL: Achieve an integrated and balanced transportation system.
1. Objective: Develop comprehensive transportation policies for the state that are consistent with the State Land Development Plan.
  2. Objective: Make better use of existing transportation facilities.
  3. Objective: Provide dependable transportation services for all users in the most effective and efficient manner.
  4. Objective: Facilitate competition and improve services provided by state-regulated common carriers that move goods and people.
  5. Objective: Include all modes in Florida Department of Transportation studies of the state transportation system.
  6. Objective: Expand urban and rural transit systems to serve more clients where justified.
  7. Objective: Plan and build bike paths and walkways in urban areas to link residential areas with schools, employment, shopping centers, and the like where appropriate.
  8. Objective: Plan and build transportation systems to direct growth to those areas of the state where further growth is desirable.

## POTENTIAL POLICIES

1. Insure that transportation planning and development is an inter-governmental effort with meaningful citizen involvement and thorough coordination.
2. Encourage common use of resources such as school buses and other motor vehicles through improved coordination by public agencies which transport client groups or deliver social services.
3. Increase efficient use of land and existing road space through low and non-capital alternatives such as traffic operations improvements, preferential treatment for high occupancy vehicles, management of parking, improved transit, and other innovations.
4. Make better use of all existing transportation facilities through improved management at all levels.
5. Encourage use of common terminal facilities for different modes of air and surface transportation through leadership by appropriate agencies.
6. Develop at the state level through local and regional input comprehensive plans which address all modes of transportation and which are updated on a regular basis.
7. Improve transportation services under the free enterprise system through detailed recurring reviews and revisions of present transportation regulations.
8. Develop, using all available resources, improved transportation programs for the elderly, the young, the disadvantaged, and the urban and rural populace using experience and knowledge gained through demonstration projects in Florida and elsewhere.
9. Influence the quality and level of all types of goods movements through regular review of the multimodal needs.
10. Improve bike paths and walkways in response to local demand consistent with state, local and regional plans.
11. Improve transportation planning and implementation at all levels by providing responsive executive and legislative leadership.

### C. GOAL: Conserve energy in transportation

9. Objective: Identify and increase the utilization of the most energy-efficient transportation systems.
10. Objective: Adoption of staggered work shifts and/or flexible work hours or similar alternatives when feasible to reduce peak rush hour traffic congestion.

11. Objective: Encourage research to develop alternate energy sources prior to depletion of petroleum reserves.
12. Objective: Increase the proportion of relatively energy-efficient vehicles in use in Florida.
13. Objective: Establish energy-efficient traffic flow by low and non-capital alternatives.
14. Objective: Raise single vehicle average occupancy for commuting from 1.4 to at least 2.0 passengers per trip.

#### POTENTIAL POLICIES

12. Conserve energy in passenger transportation and goods movements by use of state and federal transportation guidelines and incentives.
13. Promote staggered work shifts and flexible hours for employees in public and private sectors through information programs and public sector examples.
14. Conserve energy and support the search for alternate fuels by encouraging energy research in the public and private sectors.
15. Encourage and expedite traffic operations improvements such as synchronized signalization, "yield" for "stop" signs, express lanes for high capacity vehicles and similar techniques through executive and legislative emphasis.
16. Prepare for energy crises through advance development of contingency plans that provide for future growth, economic changes, and resource shortages.
17. Conserve energy by limiting future purchases of government vehicles to those that are more energy efficient and by encouraging the private sector to do likewise.

#### D. GOAL: Provide for safe and efficient movement of goods and people.

15. Objective: Repair, replace and maintain all needed facilities in the transportation system.
16. Objective: Reduce traffic congestion in urban areas.
17. Objective: Establish adequate express vehicle routes in all large urban areas.

18. Objective: Complete the Interstate Highway System in Florida by 1990.

#### POTENTIAL POLICIES

18. Provide for the timely maintenance and expeditious repair of needed deteriorating transportation facilities and elimination of safety hazards in the transportation system by continued funding at the state level and by encouragement of similar action at all jurisdictional levels.
19. Reduce traffic congestion in urban areas through techniques such as viable mass transit, bus lanes, carpool lanes, progressive signalization, reversible lanes, and better express lanes for moving traffic.
20. Encourage use of piggyback and similar multimodal techniques for greater safety and efficiency through public information programs and educational efforts.
21. Complete the Interstate Highway System and needed major inter-county roads for high growth areas as soon as possible through organized efforts of government agencies responding to private sector needs and desires.
22. Provide suitable mass transit where justified on a full cost/benefit analysis.

#### E. GOAL: Allocate transportation resources according to needs.

19. Objective: Transfer administration of revenues generated by the "Fifth and Sixth Cent Gas Tax" from the Department of Transportation to the counties by the early 1980's.
20. Objective: Relieve counties and cities from paying for primary highway right-of-way. Funding at state and federal level.
21. Objective: Eliminate provision in Florida Statutes that requires the Florida Department of Transportation to maintain secondary roads. Funding to be by local jurisdictions.
22. Objective: Fund essential transportation programs through a fuel tax that is responsive to price increases.
23. Objective: Provide from new gasoline taxes for capital support of local mass transit. Funding at state and county level.
24. Objective: Recoup an equitable portion of transportation funds contributed by Florida to the Federal Government.

25. Objective: Accommodate for the impact of inflation on transportation facilities.

#### POTENTIAL POLICIES

23. Resource allocation and priorities among transportation requirements shall be determined by needs established by engineering, environmental, economic, and social considerations.
24. Studies shall be conducted in cooperation with local and regional jurisdictions to determine the proper means and mix for funding multimodal transportation.
25. Local funds for mass transit planning and capitalization shall be matched as feasible by the state government.
26. Transportation shall be adequately financed by traditional means augmented by new taxes upon motor fuels if public acceptance can be obtained.
27. Highways shall be maintained and resurfaced by using federal funds under newly enacted federal legislation in addition to state and local funds.

#### IV. IMPLEMENTATION

The following matrix provides a quick reference checklist of the potential policies that have been enumerated in the narrative portion of the plan. Relationships between the potential policies and the agencies and/or segments of society that could reasonably be expected to have implementing action responsibilities are shown by symbols in the appropriate boxes on the charts. *The agencies that are shown are illustrative in nature and therefore not intended to be all inclusive. For ease of understanding, the implementation actions have been limited to "lead" roles and "supporting" roles.*

"Lead" roles and "supporting" roles are defined as follows:

**Lead Role.** A function in which an agency is considered to have a primary interest in taking responsibility for initiating a particular action or actions toward accomplishment of particular goals or objectives.

**Supporting Role.** A function in which an agency favours and/or encourages courses of action directed toward the accomplishment of particular goals or objectives.

The 27 potential policies on the matrix are associated with goals A through E as follows.

<u>GOALS</u>	<u>POTENTIAL POLICIES</u>
A	A11
B	1-11
C	12-17
D	18-22
E	23-27

Note: Objectives and goals in this document have been numbered consecutively for ease of identification. The policies in the implementation matrix are numbered in the same order as the policies appear in the narrative text.

<div> <div>POTENTIAL POLICIES</div> <div>AGENCIES State•Local•Other</div> </div>	FEDERAL GOVERNMENT	GOVERNOR	LEGISLATURE	DEPT. OF ADMINISTRATION	DEPT. OF AGRICULTURE & CONSUMER SERVICES	DEPT. OF COMMERCE	DEPT. OF COMMUNITY AFFAIRS	DEPT. OF EDUCATION	DEPT. OF ENVIRONMENTAL REGULATION	DEPT. OF GENERAL SERVICES	DEPT. OF HEALTH AND REHABILITATIVE SERVICES	DEPT. OF HIGHWAY SAFETY AND MOTOR VEHICLES	DEPT. OF NATURAL RESOURCES	DEPT. OF REVENUE	DEPT. OF TRANSPORTATION	PUBLIC SERVICE COMMISSION	REGIONAL AGENCIES	COUNTY GOVERNMENTS	MUNICIPAL JURISDICTIONS	FLORIDA ELECTORATE	OTHER RESIDENTS & VISITORS	PRIVATE ENTERPRISE	AMTRAK CORPORATION	ENVIRONMENTAL GROUPS	LOCAL INTEREST GROUPS	NEWS MEDIA	TRANSPORTATION LOBBIES
LEGEND L = LEAD ROLE S = SUPPORTING ROLE																											
1. Insure that transportation planning and development includes intergovernmental coordination.	L	S	S	S	S	S	S	S			S		S	S	L	S	L	L	L						S	S	S
2. Increase common use of motor vehicles by public agencies thru improved management.		S	S				S	L		L	L				L		S	L	S								
3. Increase efficient use of road space thru low cost and non-capital techniques.	S			S											L		S	S	S								
4. Make better use of all transportation facilities thru improved management.	S			S	S					S					L		S	L	L								S
5. Promote common terminal use by different modes thru appropriate agency leadership.						S	S								S		S	L	S			L	S		S	S	S
6. Develop and update comprehensive transportation plans with local and regional inputs.	S			S			S		S				S		L		L	L	L					S	S	S	S
7. Improve transportation services by regular review and revision of transportation regulations.	S		S		S	S									L	L						L			S	S	S
8. Develop improved transportation programs for the young, old, disadvantaged, urban, rural population.	S	S	S	S			L	S			L				L	S	S	S	S			S		S	S	S	S
9. Influence the quality of all types of goods movements thru regular review multimodal needs.	S				S	S									L	L				S	S				S	L	L
10. Improve bike paths and walkways per needs consistent with state and local plans.	S		S	S			S						S		L		S	L	L	S			S	S	S	S	
11. Improve transportation planning and implementation at all levels thru responsive leadership.	S	S	S	S	S	S	S			S	S				L	S	S	L	L					S	S	S	
12. Conserve energy in passenger/goods movements by use of state/federal guidelines/incentives.	S	S	S		S										L	S	S	L	L			S			S	S	S
13. Promote staggered work shifts and flexible hours for employees in the public/private sectors.		L	S			S									S		S	S	S			L			S	S	S
14. Encourage energy conservation thru transportation/energy research by public and private sectors.	S	S	S	L	S			L							S							L				S	S

ILLUSTRATIVE IMPLEMENTATION MATRIX (MAJOR INTERRELATIONSHIPS)



DEPARTMENT OF ADMINISTRATION

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